

4 ISSUES, DISCUSSION, POLICIES AND RECOMMENDATIONS

During the process of updating the Harbor Plan, issues from the 1999 Plan were revised and a number of new issues emerged during meetings with the Harbor Plan Implementation Committee, the Harbor Plan Project Coordinator and with key stakeholders. This chapter provides a detailed discussion of these issues along with specific recommendations. Regulatory issues associated with the Designated Port Area (DPA) are presented in Chapter 5, which serves as the Gloucester DPA Master Plan.

The 1999 Plan identified the following issues as those that were most pressing:

- € The future character of the fishing industry – What will the fishing industry be like in the coming years and how can the Harbor assist in maximizing the contribution of the industry to the City's economy? What new opportunities, including innovative technologies, will be most feasible in Gloucester and what sectors of the fishing industry will be most viable?
- € Other supportive economic and development opportunities - What other activities, including tourism and recreation, can be developed in the Harbor which will support the fishing industry while also offering high quality employment, contributing to the City's tax base, and building on the Harbor's physical and cultural assets? Where are they best located?
- € Extent and Type of Supporting Landside and Waterside Resources – What land and water infrastructure improvements and development support are needed to ensure that the growth opportunities identified in the first two issues can succeed? What projects would be eligible and appropriate for State bond funding?
- € Land Use Allocation – What is the most appropriate land use around the Harbor that conforms with state and local regulations and the overall goal of maintaining a working waterfront? This is an opportunity for the community, in collaboration with state and local officials, to shape a Plan which will provide guidance to future projects proposed for the Harbor.
- € Protection of Cultural and Historic Resources – How can Gloucester's cultural and historic assets work in tandem with its maritime port activities and natural scenic assets to attract additional business and economic activity to the area without negatively impacting the resource of the Harbor.
- € Mechanisms to Guide Growth and Development – What is the best agent to implement the Plan's recommendations? What public investments, regulatory changes, management, and fiscal measures are required to ensure that the Plan is effectively and efficiently carried out?

4-1 2006 HARBOR PLAN ISSUES

A number of issues were identified as part of the planning process:

- š Commercial fishing
- š Non-fishing related port operations
- š Commercial vessel berthing
- š Fresh fish processing

- § Dredging
- § Visitor-based economy
- § Recreational boating
- § Traffic and parking
- § Local and state regulations and the permitting process.

These issues are discussed in detail below.

4-2 ISSUE DISCUSSION, POLICIES AND RECOMMENDATIONS

4-2-1 Commercial Fishing

The Gloucester waterfront has over a 380-year history of port activity. During this time, the waterfront's economy has been dominated by the commercial fishing industry. Fish harvesting, seafood processing and vessel support services have been and continue to be a vital part of the City's life and character. With decreases in fish stocks, severe fishing restrictions imposed to allow stocks to recover to sustainable levels and pressures from residential and retail developers, New England has lost all but four of its full-service commercial fishing hub ports. Gloucester is one of those, successfully holding on to its historic and cultural roots and remaining a working waterfront of great value to the local, regional and Commonwealth's economy. The Harbor is well positioned to meet the needs of a fishing industry expected to experience significant recovery over the next decade. However, the future ability of the City to realize the benefits of the predicted recovery depends on Gloucester maintaining its full-service capabilities and retaining its position as a regional hub port.

Gloucester is considered a full-service hub port because it offers the core infrastructure and services necessary to support an active regional commercial fishing industry, including both those vessels home ported in the Harbor and a large number from other ports that depend on the services that Gloucester can provide (see discussion of two companion research reports defining full-service hub port in Section 3-1-1).

Key elements of a full-service regional hub port are:

- € Berthing and mooring space for fishing vessels;
- € Facilities to maintain and repair vessels;
- € Space to maintain and store fishing gear;
- € Gear and supply stores;
- € Fueling facilities;
- € Ice plants;
- € Markets for catch (individual fish buyers and/or seafood auction);
- € Fish processors;
- € Reliable and economical options for transporting fish and fish products; and,
- € Port security and emergency response resources.

A regional Hub Port also requires people with essential skills including:

- € Experienced fishing crews and captains;
- € Young fishermen learning the trade;
- € Lumpers and other dock workers;
- € Settlement agents and accountants;

- € Maritime attorneys
- € Skilled tradesmen (e.g. gear technicians, welders, electricians, woodworkers, diesel engine mechanics, commercial divers / underwater welders, electronics specialists and refrigeration specialists).

Having this particular broad mix of businesses/services and skilled workforce is essential to effectively function as a regional hub port for the fishing industry. Additionally, many of these same services are equally important to many other maritime businesses. In Gloucester, with the current downturn in fish harvesting activity, many of the waterfront businesses are struggling to survive. To remain a hub port, it is important that critical infrastructure remains in place, available and in a condition to be used by and to support commercial fishermen.

The economic recession being experienced by Gloucester's fishing industry is most apparent in the annual data on ground fish landed and ground fish revenues over the past 20 years (see Figure 3-12). These changes are the result not only of the available groundfish stocks but also the restrictions on allowable days-at-sea for fishing vessels. Although the combined annual total weight of all fish (including lobsters and pelagics) landed in Gloucester has grown significantly in the past five year from 40 million in 2000 to over 110 million pounds last year, combined revenues have experienced only relatively small change. This is because the increase landing weight is largely due to substantial growth in the harvesting of pelagics (mackerel and herring) which have a wholesale market value of only 5 to 10% of groundfish. Groundfish landing today are less than a third of what they were in the early 1980s.

While recent years have been exceptionally challenging for commercial fishing, the general feeling of many within the industry is that some fish stocks are re-building and that the general outlook for the industry is bright if "we can survive this downturn". Some waterfront property and business owners are less optimistic since profits or losses for many of them are solely dictated by the success of the commercial harvesting of ground fish and thus return on their investment(s) has been down or negative for years. As they struggle to survive, they see opportunities to sell their properties/businesses for significant profits if restrictions prohibiting residential and recreational marina developments were eliminated.

The Gloucester Seafood Display Auction has been very good for many, particularly fish harvesters, and is generally considered an asset for the City. The Auction, however, has made it more difficult for some waterfront property owners to remain profitable. For this reason combined with price competition from publicly owned facility for dock space and the continuing fishing industry recession, the Port of Gloucester may lose some critically important privately owned port infrastructure (see Section 3-2-4 for further discussion of this topic).

The provisions of the Gloucester Zoning Ordinance for the Marine Industrial District and the state's DPA regulations strongly favor water-dependent industrial uses including commercial fishing. Both sets of regulation emphasize water-dependent industry as the principal use of waterfront properties and both contain specific provisions reserving the immediate shorefront (aka watersheet and docks) areas for commercial vessel berthing and associated upland areas for supporting these activities.

New investment is clearly needed to ensure that the Port can support new marine industrial opportunities. Absent any new investment in the Port's waterfront properties, it is possible that many private DPA businesses will fail, jeopardizing Gloucester's ability to continue functioning as a full-service, regional hub port.

There are a number of government or government-supported programs and initiatives that provide assistance to maritime business and industry to expand or improve their operations. These include federal loans, loan guarantees, grants, investments, tax incentives, and other

services and benefits; state technical and management assistance, bond financing, debt and equity financing, tax credits and deductions; municipal tax abatements, employment and depreciation tax incentives, special tax assessments and tax increment financing for real estate. A compendium of "DPA Economic Incentives and Funding Sources" was produced in 2004 as part of a study commissioned by the Massachusetts Office of Coastal Zone Management titled *Study of Economic Incentives for Designated Port Areas in Massachusetts*. As stimulating reinvestment in the waterfront is largely an economic development issue, the port, industry and economic development responsibilities of the waterfront should be consolidated within the City's Community Development Department.

Both the property owners and financial institutions would be more willing to invest in the Port's waterfront properties if the investments were at least partially used to develop businesses with greater potential for positive economic return than currently offered by those solely supporting commercial fishing. A number of waterfront property owners would like to develop residential or recreational boating facilities on their properties to augment their incomes, but these two uses are expressly prohibited by DPA regulations since they typically would conflict with and/or displace existing or potential future water-dependent industrial uses, including commercial fishing activities. Although many visitors enjoy the gritty authentic nature of the waterfront, with its colorful vessels, off-loading and loading activities, shore-side gear storage and associated noises, smells etc., they are less likely to tolerate these activities if they lived immediately next to, or among, them. The fishing community feels strongly that every effort should be made to assist the waterfront property owners diversify and improve their financial positions, as long as the shoreside infrastructure that is absolutely essential to Gloucester's future as a regional hub port is not lost. Whether fishing activities are displaced through gentrification or the collapse of a business, the result is still the loss of a piece of the working port.

Policies and Recommendations

1. **Maintain regulatory controls that protect the working waterfront.** Maintain the City and state regulatory provisions favoring water-dependent industrial use of the Gloucester Inner Harbor waterfront, particularly in the core, Industrial Port area of the Inner Harbor.
2. **Protect the services and infrastructure that makes Gloucester a full-service regional hub port.** The wide range of marine-related services and infrastructure offered in Gloucester mean that all the needs of a commercial vessel can be met in one area. There are few other ports in the Northeast where this is true and so many non-Gloucester boats are currently attracted to the Harbor. Many of these services are utilized by all types of commercial vessels while others are specific to the commercial fishing industry. However, all must be protected in the interest of Gloucester maintaining the economic advantage of a full-service hub port.
3. **Revise the City and state regulations to make the two sets of regulations more consistent.** The Plan recommends zoning ordinance changes and changes in the ways the Chapter 91 regulations will be applied in Gloucester to make them more consistent, thereby increasing predictability of permitting.
4. **Increase the ability of waterfront property owners to develop Supporting Commercial Uses on their properties.** Allow, in specified areas, a greater percentage (up to 65 percent of the land area of a property) of appropriate/non-conflicting commercial use of properties that can support, but not displace commercial fishing and other marine-dependent industries.

5. **Consolidate port, industry, and economic development expertise within the City's Community Development Department.** This move will facilitate the City's ability to offer comprehensive assistance to waterfront property and business owners and coordinate efforts to revitalize and market the Port of Gloucester.

4-2-2 Non-fishing Related Port Operations

This 2006 Gloucester Harbor Plan is expected to have a life of five years. During that time, it is difficult to reliably predict what will happen with water-dependent marine industries and what new opportunities may arise. Given the unpredictable nature of commercial fishing, it seems prudent for Gloucester to continue to diversify with a broader mix of marine industries while also protecting those resources that are critical to retaining its role as a full service hub port for the fishing industry

Opportunities within the harbor planning area will be affected by a number of issues, including supply and demand for marine services and products, the adaptability of local transportation and utility infrastructure, energy costs, existence of an appropriately skilled workforce, availability of vacant or underutilized sites and structures, the availability of financing for new uses or to improve the efficiency and practicality of current uses, and regulations affecting land use and construction. These factors are typical of development in any community.

In Gloucester, proposed development of the waterfront must also consider impacts on existing water-dependent use and heightened public concern about the nature and scale of waterfront development. These concerns are encompassed in Chapter 91, DPA, and zoning requirements, compliance with which is perhaps the most important consideration for new harbor development.

While commercial fishing is the core marine industrial activity on Gloucester's waterfront, there are also a number of other existing water-dependent businesses. Some are traditional, such as boat building and boat repair. Others are more visitor-based, such as, charter fishing excursions, whale watching and schooner cruises. Most recently, cruise ships have begun visiting Gloucester (five visits are scheduled for fall 2006 by Holland America and Seabourn Cruise Lines) and it appears that this industry will experience growth over the next several years.

Since the 1999 Harbor Plan was adopted, the possibility of establishing a new passenger and vehicle ferry service out of Gloucester has been explored. The *Gloucester Ferry Marketing Study* (2000) examined the demand for service between Gloucester and Shelburne, Nova Scotia, Canada. The general conclusions were that there is a strong demand for this service. A follow-on ferry operation feasibility study completed in 2002 determined that the Port of Gloucester could support an international ferry operation and presented a list of potential operators, operating parameters and a preliminary terminal and dock design. The study concluded that the best site for a ferry terminal in Gloucester would be at Rowe Square because of its proximity to Route 128, deep-water access, and a 2+ acre open waterfront lot. Plans for a new Gloucester Marine Terminal building on this site are being finalized and a ground breaking ceremony was held in November 2005. The terminal building is expected to be available for use by the end of 2006. In addition to accommodating future ferry service (both international and domestic), the new terminal will provide facilities to accommodate the needs of passengers off cruise ships visiting Gloucester. The new terminal will appreciably enhance Gloucester's appeal to passenger vessels of all kinds.

Coastal shipping may prove to be a new opportunity for the Port of Gloucester. This marine transportation industry employs barges or small coastal freighters to transport containers from hub container ports such as Newark/New York to smaller ports, thus removing truck traffic from

the interstate highway system. Gloucester is positioned to offer an opportunity for container-carrying barges to bypass the overloaded southern New England highway corridor (George Washington Bridge and I95) to bring cargo directly to north shore industries and businesses and to other locations in New Hampshire and Maine. With Gloucester's large cold storage warehousing capacity, the Port is an excellent position to serve as a frozen product destination and secondary distribution point for short sea shipping.

Recently there have been several offshore energy-related proposals that would require shore-based support. These include a proposed offshore liquefied natural gas (LNG) terminal and proposals to construct offshore wind turbines. These proposals have generated controversy within the City (and state). The debate continues and will, in time, be resolved through municipal, state and federal regulatory processes. What is clear is that if any major off-shore marine construction and/or marine industrial operation were to occur off the New England coast in the future, the Port of Gloucester could be ideally positioned to support these activities and capture some of the potential economic benefits of these offshore developments. The Port of Gloucester has the capacity and location to support major offshore construction and follow-up operations whether it is for energy production/delivery, aquaculture, marine research, etc.

This harbor planning process attempts to reach consensus on the community's vision for the future of the waterfront including creating new connections between the Harbor and the downtown commercial district. With this vision defined, a strategy could then be developed to activate the Port consistent with community desires while also ensuring the future economic vitality of both the City's working waterfront and downtown business district. This Plan is intended to serve as a guide for future waterfront development that conforms to City and State regulations, is based on economic reality, will promote a robust working port, and will fulfill the community's vision for the area. Two areas within Harbor Cove appear to be particularly important to the future health of both the Harbor and downtown businesses:

I4C2 and nearby properties – I4C2 is a very visible and critically important site that has a history of contentious and failed development proposals. Its location offers tremendous opportunity for supporting traditional water-dependent uses and also contributing to the vitality of downtown Gloucester. The waterfront portion of the property is currently managed by the Gloucester Redevelopment Authority for use as commercial fishing vessel berthing and support. Two waterfront parcels just to the east of I4-C2 offer the potential for expanding the project area if an appropriate development opportunity requiring more space were identified and these two additional parcels became available for new development. At least one of the property owners has expressed interest in this.

Commercial Street – This Harbor Plan identifies this area as offering great potential for new development and its proximity to the west end of the downtown business district would make it a complementary extension of this district. Several parcels here are vacant or underutilized. The northern side of the street is within the DPA. There are businesses here (such as Cape Pond Ice, Montillaro's Lobster, and Ocean Crest/Neptune Harvest) that are considered critically important to the functioning of the full-service hub port. Pavilion Beach and Fort Square Park also add to the natural attractiveness of this area.

Cases studies included as appendices to this report offer hypothetical development plans for:

- § I4C2, the Building Supply Center and ARAM Fish (Mullen) property; and,
- § an area along Commercial Street running from M. Bell's to D. Lemle's properties including the old Birdseye (Good Harbor Fillet) factory.

These case studies are meant simply to illustrate the increased potential for Supporting Commercial Uses that will result from this Plan been implemented. Therefore, the case studies are purely illustrative and are not designed as a guide to redevelopment.

Policies and Recommendations

Within the DPA, development opportunities are shaped by municipal zoning, the DPA Master Plan and the regulatory framework established by CZM and DEP. Ideally, projects and initiatives identified in the Master Plan will stimulate valuable new investments in the near-term and serve as a guide for future harbor development over the next decade. Following are specific actions recommended by this plan:

- 1. Support initiatives to bring more cruise ships to Gloucester.** Several cruise ship lines have expressed a strong desire to include Gloucester as a port call on their ships' future itineraries. Port calls to Gloucester since 2001 have been very well received both by the passengers and the City's merchants and visitor attraction operators. It seems very realistic to expect that the Port of Gloucester can attract several dozen cruise ship visits annually. Marketing of the Port by the City should be done in concert with a state-sponsored initiative called *The Historic Ports of Massachusetts*. The primary goals are to collectively market Massachusetts ports, emphasizing the variety of opportunities for shore excursions and the existence of consistent high quality services in each port. The Gloucester Harbor Plan Office has been part of a small core group that has been very actively developing and promoting this project since 2004, promoting among other attributes, Gloucester's attraction as "*America's Oldest Seaport*". The City should also support this initiative by seeking financial support from Seaport Bond funds to make necessary wharf/dock improvements to facilitate cruise ship visits.
- 2. Pursue opportunities to attract domestic and international ferry services.** With the private development of the Gloucester Marine Terminal at Rowe Square underway, the opportunities to establish ferry connections from Gloucester have improved significantly. The City should continue efforts to attract an operator to establish international car/passenger ferry service between Gloucester and Nova Scotia. Establishing domestic passenger-only ferry services to Provincetown, Salem and possibly "Downeast" also has merit and should be explored. Efforts are already underway to reestablish seasonal ferry service between Gloucester and Provincetown. Two ferry operators have recently expressed serious interest in this route. With Salem reestablishing ferry service to Boston in 2006, there appears to be an opportunity to offer an attractive connecting service between Salem and Gloucester. A third option is a down-east connection to Bar Harbor (possibly via Portland) that would allow passengers to connect to the existing Bay Ferries catamaran service to Yarmouth, Nova Scotia. The City should further explore opportunities to establish domestic passenger ferry route and seek funding from the Seaport Council to help with waterfront improvements needed to support ferry service.
- 3. Participate in the Commonwealth's Port of Massachusetts Initiative.** The City should support the State's new initiative to market the Commonwealth's working ports as one continuous entity in an attempt to attract new water-dependent marine industries including new opportunities in seafood processing, boat and vessel repair and boat building, coastal shipping and marine construction. The project is called the "Port of Massachusetts" and the Gloucester Harbor Plan Office has taken a lead role in pushing this initiative.
- 4. Activate the Harbor Cove area with increased, appropriate commercial development.** The City should focus on activating Harbor Loop, the west end of Rogers

Street, and Commercial Street through appropriate additional commercial development that will effectively support both the downtown business district and Harbor Cove's working waterfront. There are a number of potential opportunities to attract visitor to Harbor Cove without compromising its value to the commercial fishing fleet and other marine-industrial businesses.

- 5. Rezone areas currently zoned Marine Industrial (MI) that lie outside of the DPA Boundary.** Three areas that are currently zoned MI lie outside the DPA. These are portions of the Fort neighborhood, the interior of Harbor Loop, and the paint factory on Rocky Neck.

4-2-3 Commercial Berthing

The diminished groundfish landings over the past two decades have altered the demand for commercial vessel berthing in Gloucester Harbor (see Section 3-2-2 for information on the past and current status of commercial vessel berths in Gloucester). In the future as ground-fish stocks increase to the sustainable levels that many predict and as fishing restrictions are eased, the number of larger fishing vessels home ported in Gloucester can be expected to grow appreciably, but only if essential infrastructure and services are in place to support them. Some current estimates predict groundfish landings will return to their early 1980s levels - about three times what they are today. Although difficult, if not impossible, to precisely predict the number and size of the fleet needed to efficiently harvest a fully recovered healthy ground-fish fishery, conservative estimates suggest that Gloucester's fleet of large draggers (i.e. the traditional 55 to 100 footers) could conservatively grow by more than 50, but is unlikely to return to the 130⁺ large boats that were home ported in Gloucester twenty years ago. If larger corporate-owned vessels (for example, stern trawlers over 120 feet in length) move into the Port, the total number of new vessels would be smaller. The number of smaller draggers (i.e. under 55 feet) should also be expected to grow some but most of the increase in near-shore groundfish harvesting opportunities will most likely be absorbed by more fully employing Gloucester's existing fleet of small fishing boats.

As one of the few remaining hub ports in New England, Gloucester is in an excellent position to benefit from the recovering of fish stocks and, as mentioned earlier, currently has the potential capacity to accommodate a much larger commercial fishing fleet. Although there is potential capacity, there will need to be significant private and public investment in the Harbor's infrastructure to realize this potential.

There are many different types of vessel berths needed to accommodate an active fishing port. These include space for vessels home ported in Gloucester, docks for visiting vessels receiving port services and berths for boats from other port visiting between fishing trips or following the seasonal migrations of specific species. For visiting/transient boats, the crews will often live on board while in port and will not normally have ready access to ground transportation. For this reason, the northwest side of Gloucester Harbor is generally more suitable for short-term berthing since this is where many needed services are located such as convenience stores, hardware and gear suppliers, proximity to train station, restaurants and recreational attractions. The owners and operators of vessels home ported in Gloucester generally live within driving distance of the City so their need to be close to amenities is less pressing, but nearby parking is essential, thus the State Fish Pier and docks in East Gloucester may be better suited for them.

One area that is often used for the berthing of large, visiting vessels is alongside Americold in the Industrial Port. However, Homeland Security requirements may restrict access to this site in the future. This would be a serious loss of commercial berthing for large, deep draft vessels. One option may be for the City to seek public funds to invest in industrial floating docks to

provide additional berthing in front of Americold. Such a system would need to be secured to pilings but would then provide a dock that could be used without necessitating access to Americold's waterfront. Such a City dock would need to be managed by the Harbormaster.

All considered, with adequate private and/or public investment, Gloucester Harbor could accommodate an additional 110 or more small to medium size commercial fishing boats or at least an additional 50 large off-shore vessels (70' to 100'). Several even larger vessels (100' to 150') could also be accommodated at underutilized open wharves.

Policies and Recommendations

- 1. Encourage and support maintenance of existing and creation of additional commercial vessel berthing.** Ensuring that waterfront infrastructure does not continue to fall into disrepair is essential if Gloucester is to remain an active port. While the future structure of the commercial fishing fleet is unclear, there will be continued demand for berthing of fishing vessels and an increasing demand with any diversification of marine industrial use of the waterfront. Therefore, as guidance to DEP, maintenance of existing berthing and creation of new berthing for commercial vessels should be a requirement of all Chapter 91 licenses issued for industrial and commercial properties in the DPA.
- 2. Public investment in floating docks to provide additional berthing in the Harbor where and as needed.** The City should pursue options for creating more publicly owned and/or managed docks for use by large, deep draft, visiting vessels (e.g. cruise ships, ferries, tall ships, other large commercial vessels). Such docks would need to be managed by the Harbormaster and could be permanently located alongside the Americold waterfront in the Industrial Port. Funding for these new facilities should be sought through the Massachusetts Seaport Council.

4-2-4 Fresh Fish Processing

The fish processing industry in Gloucester includes both fresh fish processors and firms specializing in frozen seafood product. This discussion focuses on fresh fish processing which includes all functions associated with bringing fish from the harvester to the consumer: sorting and handling; de-boning and filleting, packaging, marketing/brokering and transporting. Gloucester's future in fresh fish processing is largely dependent on changes in ground and pelagic fish landed in the Port and the City's commitment to restoring this activity. Historically, Gloucester was involved in all aspects of processing but, over time, as the market became more globalized and infrastructure consolidated, Boston became the regional center for fresh fish processing. Gloucester's success in attracting more processing operations is limited by its inability to effectively handle the large volume of wastewater normally associated with this industry. As fresh fish landings increase, the City will be well positioned to attract some new processing businesses if it can offer a better solution for handling waste water. Even before a recovery in groundfish landings, processing of pelagic fish appears to offer an excellent current opportunity to demonstrate the value of a communal waste water pretreatment facility. Even with a focused effort, recapturing business from the large processors in Boston will be challenging.

A 1996 report on *Water and Wastewater Issues in Developing Gloucester's Seafood Processing Industry* (Metcalf & Eddy *et al.* 1996) explored the possibility for a pretreatment facility to support processing of large volumes of herring, which has believed to have the potential for significant positive economic impact on the City. The main recommendations of this report were to: (1) start an assistance program to help seafood processors learn new and appropriate technologies in the areas of water conservation, pollution reduction, and solid waste handling; (2) start an advisory group to look at the opportunities and challenges associated with building a

herring processing plant in the City; (3) consider creation of a small pretreatment facility at a central location that could accommodate several small processors; and (4) explore aquaculture as an option for the City, perhaps using Seaport Bond to fund).

Today, most of the groundfish landed in Gloucester is generally sold whole through the Gloucester Display Auction to supermarkets and restaurant chains, fish markets or processors in Boston. Some limited processing is still done by small Gloucester businesses such as Ocean Crest and Pigeon Cove. Pelagic fish (herring and mackerel) landed in Gloucester are sold as bait, shipping out in a slurry on tanker trucks, or sorted, packaged and frozen for shipment to markets outside the United States. No processing of pelagics is currently done in Gloucester.

The potential new opportunities in fish processing for Gloucester will be with high quality fresh groundfish, producing value-added fish products such as surimi (aka fake fish or imitation crab) from pelagics or organic fertilizer from waste generated by fish processing, and attracting new innovative technologies and/or startup ventures.

Policies and Recommendations

1. **Increased local retailing of fresh fish.** The processing of smaller quantities of quality fresh fish for retail consumption is a relatively untapped market. Encourage existing retailers to do more to make their product available for retail distribution to local/regional residents and visitors.
2. **Investigate options for developing a demonstration wastewater pretreatment facility in the Industrial Port area.** Expanding Gloucester's ability to process fresh fish will require investment in at least one pretreatment facility. The initial plant would be best located in the Industrial Port on the State Fish Pier or near the Head of the Harbor. The previous feasibility study to determine specifics on need, economic viability, siting, and technology should be updated. It is not recommended that this facility be built on speculation but that specific demand for the service be identified before construction.
3. **Encourage new technologies.** Protein is potentially an economically important by-product of fish processing that remains relatively underdeveloped. Through a process called protein recovery, fish parts left over from the filleting can be processed into products such as fertilizer, as is being done by Ocean Crest Seafood/Neptune Harvest, or for production of surimi for human consumption. Other entrepreneurial initiatives employing new technologies or processes for producing new products from fish or other organic materials harvested from local waters should be encouraged and, if appropriate, supported. This might also include aquaculture.

4-2-5 Dredging

The need for dredging in Gloucester Harbor is most acute in fringe regions of the main ship navigation or vessel berthing areas. Recent surveys by the Army Corps of Engineers (ACOE) and by the National Oceanographic and Atmospheric Administration confirmed that the Harbor had operating water depths at MLW that were less than authorized, with several isolated high points in mid channel. Although the ACOE is responsible for dredging federal channels and anchorages, they determined current water-dependent marine industrial uses of the Harbor could be accommodated by the existing channel operating water depths and thus that there is currently no economically justifiable need for maintenance dredging of the channels and anchorages within Gloucester's Inner Harbor.

A navigational improvement project to remove several small rock outcrops and other debris from the North Shipping Channel was funded by the State Seaport Bond and completed in early

summer 2006. This improved the navigational operating depth of this arm of the federal channel from about 16 feet to 18 ½ feet for all but the far north end.

There are many other areas of the Inner Harbor that require dredging. The depth along the north face of the State Fish Pier is about 20 feet but freezer ships that use the pier to load frozen herring and mackerel typically draw about 23 feet when fully laden. Massachusetts Finance Development, the pier manager, is seeking funds to complete dredging here within the next couple years to increase the alongside water depth to about 25 feet. Some other areas in need of dredging include areas around public landings, as well as the berthing areas for commercial vessels at a number of privately-owned waterfront properties. The cost of dredging is a significant issue for these private businesses. When the ACOE performs maintenance dredging of a federal channel, it is often possible for private waterfront property owners to “piggyback” on the federal project, reducing their costs for permitting and equipment staging. Because there are no near term plans for federal dredging in Gloucester Harbor, this option for cost saving is not available to property owners in the Inner Harbor.

There is also significant shoaling at a number of spots in the Annisquam River. The river is a federal navigational channel and part of the East Coast’s Intercoastal Waterway. While only the south entrance to this tidal river falls within the planning area, this Plan recognizes the value of this waterway to the many smaller fishing vessels home ported in Gloucester. The river provides an important protected shortcut for boats en route to and returning from Ipswich Bay and can be an invaluable safe refuge during bad weather. The ACOE is currently supporting a state effort to dredging this waterway with the project expected to begin in 2006 or 2007.

Finding an acceptable disposal option for the dredged material is a fundamental obstacle to dredging. In 1998, the Gloucester Harbor Dredge Material Management Plan recommended dredged material be disposed of in contained aquatic disposal (CAD) cells in the Outer Harbor, but this solution was successfully opposed by several Eastern Point residents. No advances have been made on the issue since that time although dredging remains a stated high priority for the City.

It is suspected that run off from storm drains in the Harbor is a source of sediment loading that is affecting the navigability of certain nearshore areas. Sediments from storm drains are also a concern because they are recognized as a significant sink for contaminants and can have elevated concentrations of pollutants such as pathogens and heavy metals. The dynamics between sediments and the overlying water column are such that contaminants will move continuously between sediments and the water in an effort to maintain an equilibrium. Increased contaminant loading from sediment presents a particular challenge for dredging because of the higher costs and complexity associated with the removal and disposal of contaminated materials.

The City is required to address stormwater issues through EPA’s NPDES Phase II program by planning and implementing a series of regulatory, educational, operational and technological best management practices (BMPs). With regards to sediment loading from storm drains, the City is working to inspect and repair drains, to clean catch basins and pipes on a regular schedule, and to keep streets clear of sediment (street cleaning).

It is possible that funding for the dredging of areas where stormwater has caused sedimentation could be obtained through the Seaport Council.

Policies and Recommendations

- 1. Complete planned navigational improvement projects.** Dredging of the Annisquam River, removal of navigational hazards from the Inner Harbor North Shipping Channel,

and dredging along the north face of the State Fish Pier are all expected to start in 2006 or shortly after.

2. **Dredging needs update.** Complete an update survey of Harbor users and waterfront property owners to identify current needs and priorities for dredging in the Harbor.
3. **Complete the Gloucester Dredge Material Management Plan.**
4. **Implement More BMPs To Target Storm Drains That are Contributing To Sedimentation of the Harbor.** Given the apparent ongoing problem of sedimentation in the Harbor, the City should work with waterfront property owners to identify those storm drains that are most problematic and to prioritize repairs accordingly. Because of the high costs of dredging that follows from neglect of storm drain sedimentation, the City should consider more frequent cleaning of storm drains that are impacting navigation and the use of innovative storm drain technology to reduce the flow of sediment.
5. **Seaport Bond funding should be sought to dredge areas of the Harbor where stormwater run-off has led to increased sedimentation.**

4-2-6 Port Security

Security has always been an integral part of port operations, but prior to the events on September 11th, 2001, local focus in most U.S. ports had been primarily on covert illegal activities of local or regional origin such as vandalism, theft and industrial espionage, on accident prevention, and on emergency response to waterfront industrial accidents. Over the past five years, emphasis has shifted more to protecting our ports against possible international terrorist actions that target waterfront facilities and operations.

Since the fall of 2001, an ad-hoc working group of Gloucester Harbor port operators and local law enforcement and emergency response officials has been meeting regularly with the goal of improving local port security. They have carefully considered existing waterfront vulnerabilities and taken aggressive steps to improve security against terrorism. Actions have ranged from improving emergency response plans and conducting readiness exercises to upgrading the existing security infrastructure within the Harbor.

Although the existence of appropriate levels of port security is essential, care must be taken to ensure that there is a balance between security needs and efficient operation of the working port. "Locking down" the Port by severely restricting movement on the water and/or limiting access to waterfront facilities may be appropriate for short periods when specific threats exist, but these actions will likely have a severe detrimental impact on the economic vitality of the Harbor if employed frequently or for extended periods. Permanently fencing off sections of the water's edge, for example, that would severely limit or prevent use of any significant portion of commercial dock/wharf space would likely cripple efforts outlined in this Harbor Plan to support a vibrant and productive working waterfront for Gloucester.

Policies and Recommendations

1. **Officially recognize and support Gloucester's Port Security Ad-hoc Committee.**
2. **Ensure that the waterfront remains accessible.** Avoid over-response to perceived security threats. Although maintaining appropriate security measures is very important, allowing efficient access for port operators to the working water front and its facilities is vital if the Port is to remain competitive and economically strong. Permanently fencing off large part of waterfront, for example, would be detrimental to effort to revitalize the Port.

3. **Acquire additional infrastructure for Port Security.** Notwithstanding the previous recommendation, some new surveillance and response equipment is needed to adequately protect port operations and/or appropriately respond to terrorist threats. Although many changes have been implemented since 9/11, the Port Security Committee should develop a priority list of equipment needs and seek support from appropriate funding sources.

4-2-7 Visitor-based Economy

Gloucester offers an appealing mix of an authentic working fishing port and an active cultural and artistic community. The City's outstanding characteristic is its 380 years of history as a fishing port. This history, along with the arts and dramatic coastal setting, is largely responsible for the tourism economy that has been important to Gloucester for nearly as long as it has existed as a community. Despite this broad appeal, there is a strong feeling that the City is not adequately capitalizing on the potential of the visitor economy, while others worry additional growth of the tourists industry could negatively impact the working port. In fact, tourism and a active working port could complement and support each other.

Research conducted during the 1999 harbor planning process suggested that there was market potential for additional recreational and visitor-based activities in Gloucester – such as museums and interpretive sites, charter boats, whale watch, and other excursions – and that these could be developed without displacing or interfering with any maritime industrial activities, particularly those important to the fishing industry. Key elements of the strategy proposed included a maritime museum and welcome center, a maritime network of relevant sites, and new downtown hotel. A number of “activity nodes” were proposed around the Harbor and key programmatic elements for the museum were recommended.

Since the 1999 Harbor Plan, efforts have been made to improve Gloucester's visitor attractions. The Gloucester Chamber of Commerce has developed a series of four self-guided pedestrian tours around the Harbor that focus on history, art and architecture. The Society for the Encouragement of the Arts (SEArts) was formed to promote the Cape Ann arts community. Plans also continue to be developed for one or more new downtown hotel(s) at the west end of the downtown business district. The economy and economic factors permitting, construction is expected to begin within the next five years.

While all the visitor-based recommendations proposed in the 1999 Harbor Plan have not been fully realized, it is the opinion of the Harbor Plan Implementation Committee that much of what was proposed at that time has been achieved in other ways – albeit somewhat dispersed. For example, the new exhibits at the Maritime Heritage Center, in combination with the existing Cape Ann Historical Museum, the welcome center at Stage Fort Park, the information booths on Harbor Loop and at the Chamber of Commerce incorporate many elements of a maritime museum and welcome center envisioned by the 1999 Plan.

In addition to exposing visitors to Gloucester's maritime past, more effort needs to be made to highlight its history as a renowned art community – once home to such gifted artists as Winslow Homer, Fitz Henry Lane and Frank Duaneck – and to promote existing artists and galleries located around the Harbor. Most of the art community is concentrated on Rocky Neck and in other waterfront areas in East Gloucester, which, because of access difficulties, creates challenges in accommodating increased visitation and related vehicular traffic. These traffic concerns are discussed further in Section 4-10.

The effort to build a stronger visitor economy will benefit from even greater coordination between the Cape Ann Chamber of Commerce and the City's Tourism Office. Encouraging and

supporting initiatives of waterfront property in key locations to incorporate uses, displays and tours that attract and support visitors is important element of this Plan.

As visitors, for the most part, are on foot, it is essential that public access be well planned. Gloucester is a working port and, as such, there are stretches of waterfront that are not suitable for visitors. While the waterfront is accessible in certain areas (e.g., St. Peter's Park), in other areas walkways along the water's edge are not recommended. In these areas lookouts or observation decks should be created where visitors can view the Harbor and its activities, but are kept at a sufficient distance to ensure their safety and to prevent them from interfering with workers.

More signs are needed indicating points of public access to the Harbor. Many existing signs are either obstructed from view or difficult to read. There is also a need for additional public restrooms around the Inner Harbor and clear signs indicating their location.

Policies and Recommendations

1. Create a network of visitor attractions and expand the existing pedestrian loops.

The 2006 Harbor Plan proposes a strategy for increased visitation and development involving both existing visitor sites and several new projects around the Harbor. The aim of the strategy is to organize these elements so that they work together and are mutually reinforcing, increasing their chances for success. Key elements of the strategy are illustrated in Figure 4-1 and Figure 4-2 which include:

- € A network of maritime related interpretive, recreational, and industrial sites open to the public. Spearheaded by the Maritime Heritage Center, SEArts, and the Cape Ann Historical Museum. Such a voluntary network could provide a simple way of organizing sites and visits to the Harbor as well as a vehicle to jointly market these sites and experiences.
- € The expansion of the existing pedestrian loops to link visitor attractions.
- € The re-establishment of a water shuttle system linking Harbor Cove to Rocky Neck, and the downtown to Stage Fort Park.
- € Development in the downtown area, including a new hotel and infill commercial development along the land side of Rogers Street – more attractions and making it a more pedestrian friendly area.

To the degree possible, this Plan recommends physically clustering projects and improvements to help maximize their benefits. The pedestrian loops could then guide visitors from attraction to attraction while providing them with the opportunity to view the working port. For this reason, suggestions for many visitor-oriented improvements and development should be clustered in the Harbor Cove area – the traditional Harbor gateway linking downtown to the waterfront. From here, visitors could access East Gloucester and Rocky Neck via the water shuttle system.

The 2006 Harbor Plan recognizes the value of the Gloucester Maritime Heritage Center and encourages the development of a network of similar sites, developed in parallel and marketed in combination with the existing museums. This might take the form of a unique “distributed history museum” across the Gloucester waterfront that would obviate the need for a new central museum recommended in the 1999 Plan. The working Harbor in Gloucester is an incredible living exhibit in itself.

2. Increase opportunities to observe the authentic working waterfront. A number of businesses either allow visitor access or have expressed an interest in allowing some

level of access to visitors or providing visitor attractions. As visitor-based attractions are proposed, the City would also benefit from some coordination of both concept and design at individual sites. There exists a unique opportunity to develop a series of industry-based attractions to expose and educate visitors on the workings of the Gloucester waterfront. These attractions could include exhibits that capture Gloucester's maritime past (e.g., fishing, fish processing), access to boat building and reconstruction operations, and tours that feature the workings of the modern-day fishing industry.

The history of Gloucester is intimately tied to the waterfront and a greater focus on a network of attractions would provide a window into the current functioning of the waterfront and the City itself. Maritime businesses could provide access to their facilities and allow visitors to learn about what they do first-hand. These options should be explored further and a concept and marketing plan for the network should be prepared.

Boat Building – At the Maritime Heritage Center, visitors can see the art of traditional boat building and the repair of historic vessels up on the marine railway (itself of great historic interest). Visitors could then visit the *Schooner Adventure*, preferably located in or near Harbor Cove. Here they could get a feel for what a traditional Gloucester Schooner is and perhaps take a cruise. In addition to the *Adventure*, interpretive signage could help visitors to identify other historic vessels in the Harbor.

The Fishing Industry – All around Harbor Cove there are fishing boats and fishermen going about their businesses; preparing gear and loading or working on their boats. The greatest attraction of Gloucester is that it continues to be a working port - a museum on its own cannot convey this successfully. There are multiple existing attractions and other potential ones that could guide visitors through various activities of the fishing industry. They would be able to see the work going on and the types of fish being landed amidst the smell of fresh fish. Vessel owners may be interested in running short excursions aboard their boats to allow visitors to experience the feel of a real Gloucester fishing boat. Other visitors could try their hands at fishing by booking a place on a charter fishing boat.

3. **Promote the local artist's community and investigate opportunities for establishing a local art gallery in Harbor Cove.** The artist's community is a vital part of the City's and the waterfront's past, present and future. Most of the artists and their studios are located in East Gloucester and Rocky Neck and represent a significant visitor attraction. However, these areas are not easily accessible and parking can be difficult. A water shuttle connecting the downtown to Rocky Neck would support visitation to an area with limited access and parking.

To inform and attract visitors to the artist colony on Rocky Neck, small galleries or outposts in Harbor Cove area might be appropriate as supporting uses.

4. **Develop a comprehensive Waterfront Public Access Plan.** A comprehensive Waterfront Public Access Plan should be developed for Gloucester Harbor. A continuous pedestrian/bicycle harbor walk from Stage Port Park to Rocky Neck might serve as core around which the plan is built. The marked trail could alone prove to be a major attraction for both visitors and residents but would also connect existing pedestrian loops and areas where various activities of the working port could be observed. These activities might include, for example, the hauling out of a vessel on the marine railway in Rocky Neck, the activities of cruise ships or ferries at the Gloucester Marine Terminal, and vessels moving in and out the Harbor passed the newly upgraded Fort Square Park. Pavilion Beach, Stacey Boulevard, St. Peters and Gus Foote parks,

the fishing fleet docks at State Fish Pier, Cripple Cove Public Landings and the North Shore Art Association are some of the attractions would be along this harbor walk.

Some of the functional elements that are needed to make a trail successful are clear directional and interpretive signs and an adequate number of well maintained public restrooms. SEArts has offered to assist with the design of the signs to make them unique, functional and artistically appealing and also to add some appropriate art along the trail to maintain interest to the tone for experiencing the Rocky Neck artist's colony.

Creating the connected network of attractions will not only help attract visitors, but also improve the appeal of the Harbor area to private investors and developers.

4-2-8 Recreational Boating

Throughout the harbor planning process, many stakeholders expressed a need or desire for more berthing and services for recreational boaters, offering new opportunities for waterfront property owners and new gateways between the boaters visiting the Harbor and the downtown business district. Over the years, the issue of recreational boating within the Harbor has been controversial because of a potential conflict between such uses and some of the marine industrial activities in the Harbor. The DPA regulations and zoning regulations for the Marine Industrial district specifically prohibit new permanent recreational marinas because of the possibility for conflict with and displacement of marine industry. However, DPA regulations do allow for temporary, bottom-anchored floating docks to support recreational boaters. Such floats or rafts would require an annual permit issued by the Harbormaster.

The feasibility of using bottom anchored floats or rafts has not been determined. However, the use of such floats may provide some property owners with opportunities to develop small, recreational boating facilities.

In addition to visitors that come to Gloucester by car or rail, there is also great potential to attract visitors who travel by boat. There are relatively few slips at existing Inner Harbor marinas that are available for visiting/transient boaters and all are on the opposite side of the Harbor from the downtown business district. Many recreational boaters are said to by-pass Gloucester entirely because the severe access limitations and, in doing so, take with them potential income for businesses in the City. Bottom anchored floats could be used to create a "gateway" for transient recreational boaters to access the downtown and avail themselves of the attractions and services that the Inner Harbor has to offer. The most logical location for such a gateway would be in, or close to Harbor Cove.

An additional option that should be explored is the development of rack storage for recreational boats. DEP has indicated it may be willing to accept such facilities as an Accessory Use at a shipyard, even if the recreational boats were being launched on demand. This potential for recreational boating should be explored as it could free up some of the moorings currently being used and these could then be used by transient recreational boaters. However, it remains essential that any facility or amenity constructed to cater to recreational boaters do not displace or conflict with the water-dependent industrial activities of the waterfront, especially the commercial fishing industry.

Policies and Recommendations

- 1. Investigate the feasibility of using temporary, bottom-anchored floats or rafts for recreational boat berthing.** Chapter 91 allows Harbormasters to license bottom anchored floats and rafts on an annual basis. DPA regulations do not prohibit these being used for the berthing of recreational vessels.

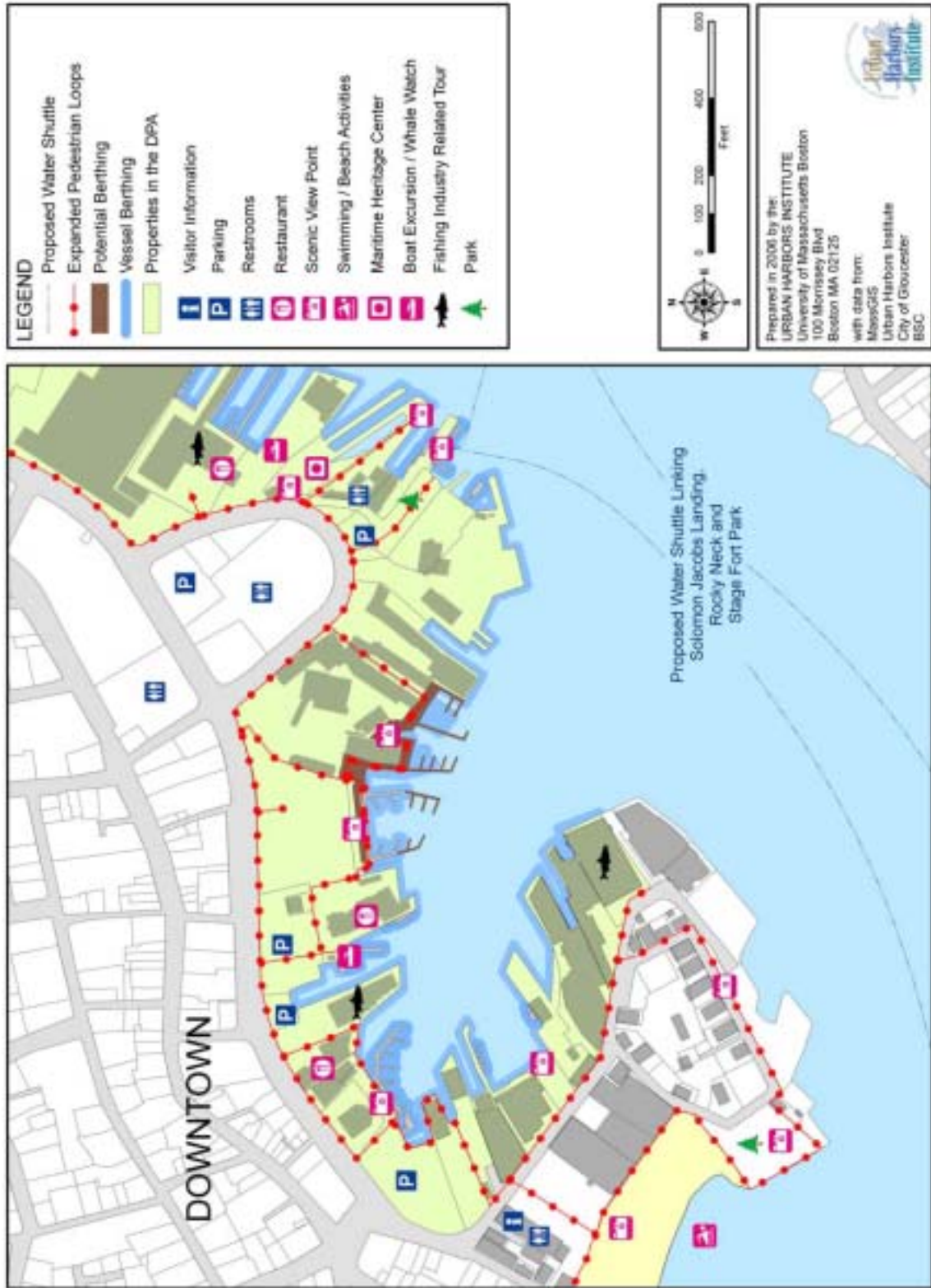


Figure 4-1. Existing and Potential Visitor Attractions around Harbor Cove

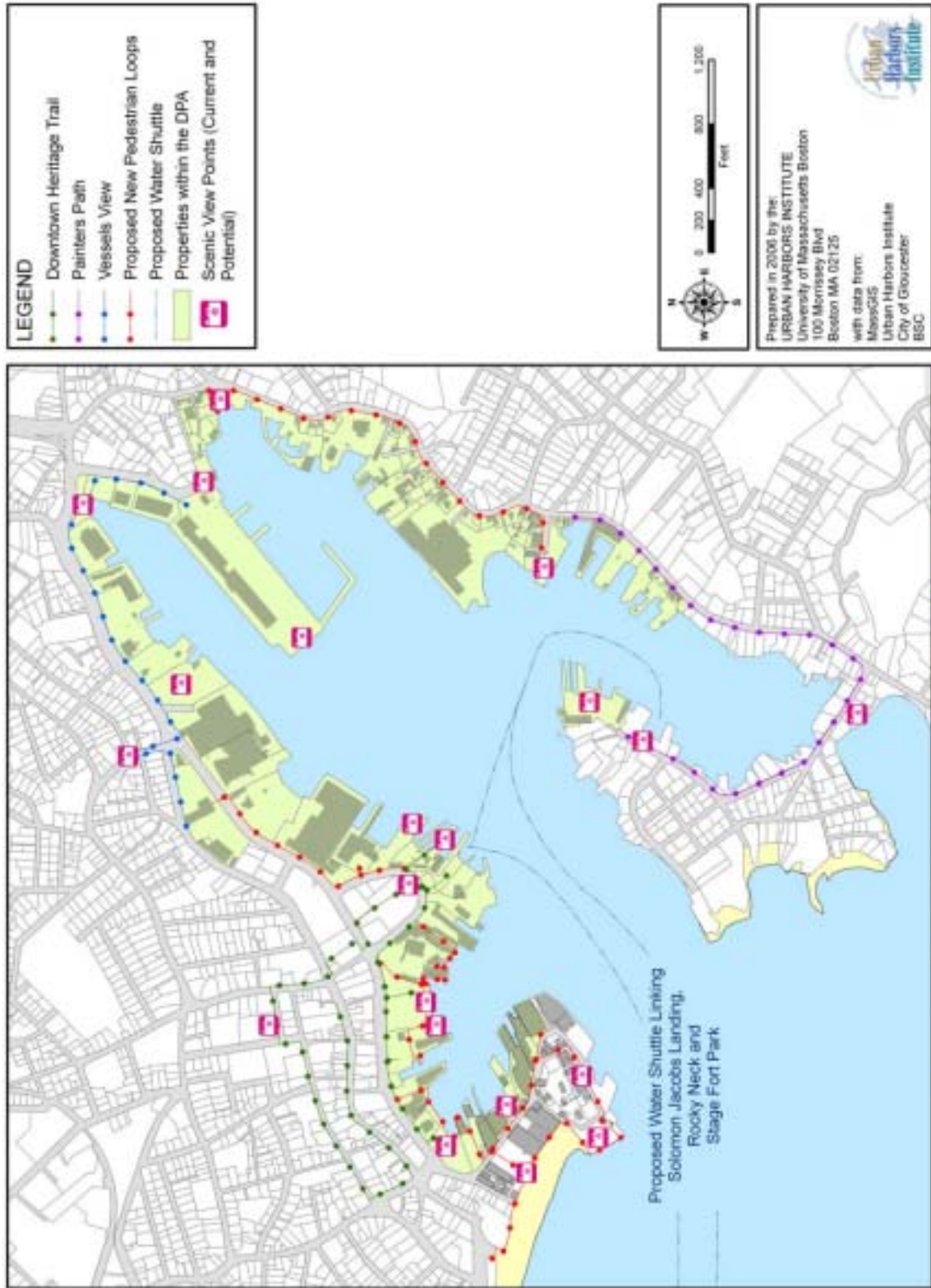


Figure 4-2. Potential Expanded Pedestrian Loops and Water Shuttle Service

2. **If bottom-anchored floats or rafts are feasible, one potential use would be to create a gateway in MI-1 to facilitate transient recreational boater access to downtown services and attractions.** The proximity of MI-1 to downtown suggests that some sort of “gateway” should be developed in this area to attract recreational boaters to the downtown and its shops, services, and restaurants. Permanent recreational boating facilities are not allowable under state regulations within the DPA. However, the use of temporary, bottom-anchored floats or rafts alongside which recreational boats could berth is allowable. These would require an annual license from the Harbormaster and offer an opportunity to open the downtown to recreational boaters.
3. **Areas of MI-3 may be suitable for temporary, bottom-anchored floats or rafts for recreational boat berthing.**
4. **Allow rack storage to be an accessory use at existing shipyards.** Rack storage for recreational boats may be allowable as an accessory use at existing shipyards with the capability of hauling out vessels over 40 feet. Not only would this increase the potential for recreational boating within the Harbor, it may also help free up some moorings, making them available to others and to transient boaters. Building regulations may have to be developed to ensure that public safety was not compromised.

4-2-9 Traffic and Parking

The 1999 Harbor Plan identified traffic and parking issues as a matter of concern and they remain so today. In fact, the problems may increase with new investment on the waterfront and with potential increases in the number of visitors to the area. Satellite parking for visitors during the summer has been tried in the past but has had limited success. One option that should be more thoroughly explored is to develop a park and ride system in partnership with the Cape Ann Transportation Authority, as occurs in Rockport.

Currently there is a proposal to develop a municipal parking garage next to the police station. This would greatly relieve some of the parking issues around the waterfront and should be supported. Such a parking garage may also help stimulate some waterfront reinvestment as some feel that the current parking requirements of the Gloucester Zoning Ordinance may actually hinder redevelopment.

Certain areas of Gloucester's waterfront are characterized by small, winding streets. There is growing consensus that any redevelopment or new uses within these areas should be consistent with the design and capacity of these streets. This is particularly true in East Gloucester and on Commercial Street. However, it is important to remember that truck access to the Harbor is essential to the operation and survival of many waterfront industries and businesses. Therefore, adequate and acceptable truck access should be one of the key criteria in planning for and siting expanded or upgraded marine industrial uses.

Truck parking on Rogers Street, Commercial Street and Harbor Loop continues to be an issue of concern. This may be exacerbated by increased business and, potentially, by Homeland Security directives that will require secure parking for trucks involved in the transportation of consumable goods. Therefore, the City should continue to seek a solution to this problem. Parking for a small number of trucks is currently available at the State Fish Pier. However, this area cannot meet the needs of all the businesses that use trucks and does not offer secure parking. The idea of a secure truck parking area near Route 128 should continue to be considered. One option could be for such a facility to be located at the Blackburn Industrial Park and developed as part of a partnership between the City and those businesses requiring secure truck parking. An alternative may be for some trucks to use the new rest area on Route 128 in Beverly as a staging area before entering downtown Gloucester. The rest area offers fuel, food

and rest rooms. It may also be possible for the number of trucks to be reduced if some goods were to be transported to and from Gloucester in containers carried by ship as is being considered under the Short Sea Shipping initiative.

Policies and Recommendations

1. **Support the current proposal for the construction of a new parking garage next to the police station that would serve the downtown and the waterfront.** Construction of a new parking garage within walking distance of the waterfront would support build out of some of the smaller properties and reduce the amount of waterfront land devoted to automobile parking.
2. **Explore options for re-establishing an Inner Harbor water shuttle.** New strategies for reviving and supporting the water shuttle system need to be explored. The water shuttle is the key to linking Harbor Cove, Stage Fort Park, Rocky Neck, Cripple Cove, Pirates Lane and Solomon Jacobs Landing.
3. **Continue to explore opportunities for establishing a secure parking facility for trucks with good access from/to Route 128.** Truck parking in Harbor Loop and along Rogers and Commercial Streets remains an issue and Homeland Security requirements may exacerbate the problem. One solution that has been considered for a number of years has been to encourage truck parking away from these areas. Current possible options include:
 - € utilizing any available parking on the State Fish Pier;
 - € investigating options for truck parking at the new rest area on Route 128;
 - € the City and businesses working together to develop a secure truck parking facility at the Blackburn Industrial Park;
 - € investigating other potential locations in proximity to Route 128.
4. **Establish a park and ride system for visitors during the summer with connections to Harbor Cove and the downtown.** While satellite parking has been tried in the past it has had little success. The development of a park and ride service in partnership with the Cape Ann Transportation Authority should be further investigated.

4-2-10 Local and State Regulations and the Permitting Process

The 1999 Harbor Plan concluded that the City of Gloucester needed to more effectively encourage the economic development of marine industrial and related uses of Gloucester Harbor's waterfront. Central to this finding was the creation of a Harbor Plan Implementation Coordinator position. Although not initially included in the job description for this position, a critical function performed by this newly created office was to serve as a liaison between property owners and the regulatory authorities to help property owners realize the full potential of their properties.

Based on the demonstrated success and value of this function, this Plan recommends that this coordinating and technical assistance function be imbedded in the Community Development Department where port and harbor issues can benefit from additional and complementary expertise and be fully integrated into the community and economic development decision making process. Further discussion of this recommendation can be found in Chapter 6. It may be beneficial to establish an advisory committee that could provide advice and guidance to the Community Development Department regarding harbor and waterfront issues and concerns.

A critical role that the Community Development Department needs play is to assist property owners and potential investors through all stages of project development, permitting and implementation. To this end, the Department should work with both the DEP and local government to try to expedite the permitting process as much as possible. The Department should work with the City to streamline local permitting requirements associated with maintaining and repairing existing waterfront structures and review the City Piling Ordinance.

The Department should continue to seek funding for projects from the Seaport Council and should assist property owners and potential developers in identifying and securing appropriate state or federal funding.

Additionally, the Department should work with the Chamber of Commerce to actively market Gloucester's waterfront. In doing so it should encourage people to invest in Gloucester's waterfront and assist them through the permitting processes. A document for developers and property owners should be developed to guide them through the permitted process.

Policies and Recommendations

1. **Assign the responsibility for harbor economic development to the Community Development Department.** Resources and staff should be provided.
2. **The Community Development Department should work with DEP to develop procedures to expedite the licensing and permitting process for projects within the DPA.**
3. **The Department should continue to seek Seaport Council funds when appropriate and should work with property owners and potential developers to secure other state and federal funds.**
4. **Continue efforts to streamline the City permitting process.** The City should continue efforts to improve the process and coordinate the requirements associated with maintaining and repairing existing waterfront structures.
5. **Continue efforts to simplify and expedite the City Piling Ordinance.** Many property owners feel that the Ordinance is imposing unnecessary economic hardship and that those projects already completed under the Ordinance should be reviewed so the process can be simplified. A letter from the Harbor Plan Committee was sent to the Mayor and City Council in June 2006 asking that a review of this ordinance be completed.
6. **Documentation for property owners and potential investors should be developed to guide them through the permitting process.** A clear understanding of the local and state processes will encourage reinvestment and may reduce the time that the process may take.
7. **The Gloucester waterfront must be actively marketed to attract investors and new businesses.** The Community Development Department and Chamber of Commerce should actively market Gloucester Harbor as an area that is ideally suited for reinvestment.
8. **The Plan acknowledges that there may be a need, possibly even in the short-term, to review and reconsider the regulatory boundaries at both at the state and municipal levels, along with some related recommendations.** The Harbor's primary marine industrial activity, commercial fishing, is subject to a variety of changes that can have profound effects on the industry's economic outlook which, in turn, impacts the viability of many businesses on the Harbor.
9. **The 2006 Harbor Plan should be reviewed after a maximum of five years.**

4-3 SUMMARY OF GOALS, POLICIES AND RECOMMENDATIONS

GOAL: ENCOURAGE REVITALIZATION OF THE COMMERCIAL FISHING INDUSTRY, EXPANSION OF COMMERCIAL SHIPPING AND SEAFOOD PROCESSING, AND OTHER WATER-DEPENDENT INDUSTRIAL USES.

Policy: **Maintain regulatory controls that protect the working waterfront.**

Recommendation: Maintain the City and state regulatory provisions favoring water-dependent industrial use of the Gloucester Inner Harbor waterfront, particularly in the core, Industrial Port area of the Inner Harbor [Section 4-2-1].

Policy: **Protect the services and infrastructure that makes Gloucester a full-service regional hub port.** The wide range of marine-related services and infrastructure offered in Gloucester mean that all the needs of a commercial vessel can be met in one area. There are few other ports in the Northeast where this is true and so many non-Gloucester boats are currently attracted to the Harbor. Many of these services are utilized by all types of commercial vessels while others are specific to the commercial fishing industry. However, all must be protected in the interest of Gloucester maintaining the economic advantage of a full-service hub port [Section 4-2-1].

Policy: **Encourage and support maintenance of existing and creation of additional commercial vessel berthing.**

Recommendation: Ensuring that waterfront infrastructure does not continue to fall into disrepair is essential if Gloucester is to remain an active port. While the future structure of the commercial fishing fleet is unclear, there will be continued demand for berthing of fishing vessels and an increasing demand with any diversification of marine industrial use of the waterfront. Therefore, as guidance to DEP, maintenance of existing berthing and creation of new berthing for commercial vessels should be a requirement of all Chapter 91 licenses issued for industrial and commercial properties in the DPA [Section 4-2-3].

Policy: **Continue to explore opportunities for establishing a secure parking facility for trucks with good access to Route 128.**

Recommendation: The City should continue to work with those businesses whose trucks are an issue to determine and implement a solution. Truck parking in Harbor Loop and along Rogers Street remains an issue and Homeland Security requirements may exacerbate the problem. One solution that has been considered for a number of years has been to encourage truck parking away from these areas. Trucks can be encouraged to use the State Fish Pier or it may be necessary to continue to look at options for developing a secure, remote truck parking facility elsewhere [Section 4-2-9].

GOAL: STIMULATE THE GENERAL ECONOMY OF THE CITY OF GLOUCESTER, EMPHASIZING FAMILY-SUPPORTING JOBS.

Policy: **Increase economic development on harborfront properties by expanding opportunities for diversification and investment in businesses that will generate a greater economic return for property owners, support maritime industrial activity, and provide resources to maintain and improve**

waterfront infrastructure and tax revenue for the City. New Supporting Commercial uses on waterfront properties cannot displace existing water-dependent uses or be sited on areas or spaces that are inherently suited for marine industry.

Policy: Centralize Harbor Plan implementation and economic development expertise in municipal government.

Recommendation: Consolidate port, industry, and economic development expertise within the City's Community Development Department. This move will facilitate the City's ability to offer comprehensive assistance to waterfront property and business owners and coordinate efforts to revitalize and market the Port of Gloucester [Section 4-2-1, 4-2-10 and Chapter 6].

Policy: Increase the ability of waterfront property owners to develop Supporting Commercial Uses on their properties.

Recommendation: Allow, in specified areas, a greater percentage (up to 65 percent of the land area of a property) of appropriate/non-conflicting commercial use of properties that can support, but not displace commercial fishing and other marine-dependent industries [Section 4-2-1].

Policy: Reduce uncertainty regarding how the Harbor Plan will be affected by unforeseen changes that may occur in the future.

Recommendation: The Community Development Department should develop documentation for property owners and potential investors that guides them through the necessary steps in the permitting process [Section 4-2-10].

Recommendation: While it had been envisaged that the 2006 Harbor Plan would be in place for 10 years, the current uncertainties regarding possible changes in key industries in the Harbor mean that the Plan should be reviewed after five years [Section 4-2-10].

Recommendation: The Harbor's primary marine industrial activity, commercial fishing, is subject to a variety of changes that may have profound effects on the industry's economic outlook which, in turn, impacts the viability of many businesses on the Harbor. Therefore the Plan acknowledges that there may be a need, possibly even in the short-term, to review and reconsider the regulatory boundaries at both at the state and municipal levels, along with some related recommendations [Section 4-2-10].

Policy: Increased local retailing of fresh fish.

Recommendation: The processing of smaller quantities of quality fresh fish for retail consumption is a relatively untapped market. Encourage existing retailers to do more to make their product available for retail distribution to local residents and visitors [Section 4-2-4].

GOAL: PROMOTE EXISTING AND NEW MARINE-RELATED BUSINESSES, RESEARCH, DEVELOPMENT, AND TECHNOLOGY.

Policy: Support initiatives to bring more cruise ships to Gloucester. Several cruise ship lines have expressed a strong desire to include Gloucester as a port call on their ships' future itineraries. Port calls to Gloucester since 2001 have been very

well received both by the passengers and the City's merchants and attraction operators. It seems very realistic to expect that the Port of Gloucester can attract several dozen cruise ship visits annually.

Recommendation: The City should support the State's new initiative to market the Commonwealth's working ports in an attempt to attract new water-dependent marine industries including new opportunities in seafood processing, boat and vessel repair and boat building, coastal shipping and marine construction. The project is called the "Port of Massachusetts" and the Gloucester Harbor Plan Office has taken a lead role in pushing this initiative [Section 4-2-2].

Recommendation: The City should also support this initiative by seeking financial support from Seaport Bond funds to make necessary wharf/dock improvements to facilitate cruise ship visits [Section 4-2-2].

Policy: **Pursue opportunities to attract domestic and international ferry services.**
With the private development of the Gloucester Marine Terminal at Rowe Square underway, the opportunities to establish ferry connections from Gloucester have improved significantly.

Recommendation: The City should continue efforts to attract an operator to establish international car/passenger ferry service between Gloucester and Nova Scotia [Section 4-2-2].

Recommendation: The City should explore the feasibility of establishing domestic passenger-only ferry services to Provincetown, Salem and other coastal communities [Section 4-2-2].

Recommendation: The City should seek funding from the Seaport Council to help with waterfront improvements needed to support ferry service [Section 4-2-2].

Policy: **The City should seek public investment in floating docks to provide additional berthing in the Harbor where and as needed.**

Recommendation: The City should pursue options for creating more publicly owned and/or managed docks for use by large, deep draft, visiting vessels (e.g. cruise ships, ferries, tall ships, other large commercial vessels). Such docks would need to be managed by the Harbormaster and could be permanently located alongside the Americold waterfront in the Industrial Port. Funding for these new facilities should be sought through the Massachusetts Seaport Council [Section 4-2-3].

Policy: **The Gloucester waterfront must be actively marketed to attract investors and new businesses.**

Recommendation: The Community Development Department and Chamber of Commerce should actively market Gloucester Harbor as an area that is ideally suited for reinvestment [Section 4-2-10].

GOAL: **MAXIMIZE STATE AND FEDERAL RESOURCES AND ASSISTANCE THAT MAY BE AVAILABLE TO THE CITY.**

Recommendation: The Community Development Department should continue to seek funding from the Seaport Council to continue improvements within the Harbor [Section 4-2-10].

Recommendation: The Community Development Department should assist developers and property owners to identify and apply for suitable state and federal funding [Section 4-2-10].

GOAL: CLARIFY THE CITY AND STATE REGULATIONS SO THAT THERE IS GREATER PREDICTABILITY IN THE PERMITTING OF NEW PROJECTS.

Policy: **Increase predictability in the local and state permitting process.**

Recommendation: Revise the City and state regulations to make the two sets of regulations more consistent. The Plan recommends zoning ordinance changes and changes in the ways the Chapter 91 regulations will be applied in Gloucester to make them more consistent, thereby increasing predictability of permitting [Chapter 5].

Recommendation: Rezone areas currently zoned Marine Industrial (MI) that lie outside of the DPA Boundary. Three areas that are currently zoned MI lie outside the DPA. These are portions of the Fort neighborhood, the interior of Harbor Loop, and the paint factory on Rocky Neck [Chapter 5].

Recommendation: The Community Development Department should work with DEP to develop procedures to expedite the licensing and permitting process for projects within the DPA [Section 4-2-10].

Recommendation: The City should continue efforts to improve the process and coordinate the requirements associated with maintaining and repairing existing waterfront structures [Section 4-2-10].

Recommendation: The Community Development Department should continue efforts to simplify and expedite the process associated with the City Piling Ordinance. Many property owners feel that the Ordinance is imposing unnecessary economic hardship and that those projects already completed under the Ordinance should be reviewed so the process can be simplified [Section 4-2-10].

Recommendation: The Community Development Department should develop documentation for property owners and potential investors to guide them through the permitting processes. A clear understanding of the local and state processes will encourage reinvestment and reduce the time that the process may take [Section 4-2-10].

GOAL: ATTRACT PRIVATE INVESTMENT TO THE HARBOR, CONSISTENT WITH THE CITY'S VISION.

Policy: **Develop facilities that will help attract new businesses and investment on the waterfront.**

Recommendation: Investigate options for developing a demonstration wastewater pretreatment facility in the Industrial Port area. Expanding Gloucester's ability to process fresh fish will require investment in at least one pretreatment facility. The initial plant would be best located in the Industrial Port on the State Fish Pier or near the Head of the Harbor. Update the previous feasibility study to determine specifics on need, economic viability, siting, and technology should be updated [Section 4-2-4].

Policy: Encourage the introduction of new technologies that can be used to derive economically valuable products from fish and other marine organisms.

Recommendation: Entrepreneurial initiatives employing new technologies or processes for producing new products from fish or other organic materials harvested from local waters should be encouraged and, if appropriate, supported. This might also include aquaculture [Section 4-2-4].

GOAL: INTEGRATE PROPOSED DREDGING PROJECTS WITH OVERALL HARBOR PLANNING.

Policy: The City should strive to complete planned navigational improvement projects. Dredging of the Annisquam River, removal of navigational hazards from the Inner Harbor North Shipping Channel, and dredging along the north face of the State Fish Pier are all expected to start in 2006 or shortly after.

Recommendation: Complete an update survey of Harbor users and waterfront property owners to identify current needs and priorities for dredging in the Harbor [Section 4-2-5].

Recommendation: Complete the Gloucester Dredge Material Management Plan [Section 4-2-5].

Recommendation: Seaport Bond funding should be sought to dredge areas of the Harbor where stormwater run-off has led to increased sedimentation [Section 4-2-5].

GOAL: INTEGRATE THE WATERFRONT WITH DOWNTOWN GLOUCESTER AND SURROUNDING AREAS, TO INCREASE THE ACCESSIBILITY AND ATTRACTIVENESS OF THE HARBOR FOR RESIDENTS AND VISITORS, AND TO ENHANCE ECONOMIC DEVELOPMENT.

Policy: Encourage increased, appropriate commercial development in the Harbor Cove area.

Recommendation: The City should focus on activating Harbor Loop, the west end of Rogers Street, and Commercial Street through appropriate additional commercial development that will effectively support both the downtown business district and Harbor Cove's working waterfront. There are a number of potential opportunities to attract visitor to Harbor Cove without compromising its value to the commercial fishing fleet and other marine-industrial businesses [Section 4-2-2].

Policy: Support the current proposal for the construction of a new parking garage next to the police station that would serving the downtown and the waterfront. Construction of a new parking garage within walking distance of the waterfront would support build out of some of the smaller properties and reduce the amount of waterfront land devoted to automobile parking [Section 4-2-9].

Policy: Explore options for re-establishing an Inner Harbor water shuttle. New strategies for reviving and supporting the water shuttle system need to be explored. The water shuttle is the key to linking Harbor Cove, Stage Fort Park,

Rocky Neck, Cripple Cove, Pirates Lane and Solomon Jacobs Landing [Section 4-2-9].

Policy: Explore options for establishing a park and ride system for visitors during the summer with connections to Harbor Cove and the downtown. While satellite parking has been tried in the past it has had little success. The development of a park and ride service in partnership with the Cape Ann Transportation Authority should be further investigated [Section 4-2-9].

GOALS: INCREASE VISITOR AND THE RECREATIONAL OPPORTUNITIES THE HARBOR AFFORDS; AND, PRESERVE AND PROMOTE THE HARBOR'S AND CITY'S HISTORIC ASSETS.

Policy: Increase visitation and development involving both existing visitor sites and new projects around the Harbor.

Recommendation: Develop a network of maritime related interpretive, recreational, and industrial sites open to the public. Spearheaded by the Maritime Heritage Center, SEArts, and the Cape Ann Historical Museum. Such a voluntary network could provide a simple way of organizing sites and visits to the Harbor as well as a vehicle to jointly market these sites and experiences [Section 4-2-7].

Recommendation: Expand of the existing pedestrian loops to link visitor attractions [Section 4-2-7].

Recommendation: Re-establishment of a water shuttle system linking Harbor Cove to Rocky Neck, and the downtown to Stage Fort Park [Section 4-2-7].

Recommendation: Develop the downtown area, including a new hotel and infill commercial development along the land side of Rogers Street – more attractions and making it a more pedestrian friendly area [Section 4-2-7].

Policy: Increase opportunities to observe the authentic working waterfront.

Recommendation: Work with businesses that either allow visitor access or have expressed an interest in allowing such access so visitors have more opportunity to see and experience the working waterfront [Section 4-2-7].

Recommendation: The City should advice on the concept and design at individual sites so that a coordinated and mutually supporting network of attractions can be developed [Section 4-2-7].

Policy: Promote the local artist's community.

Recommendation: Actively promote and advertise the local artist's community. The artist's community is a vital part of the City's and the waterfront's past, present and future. Most of the artists and their studios are located in East Gloucester and Rocky Neck and represent a significant visitor attraction. However, these areas are not easily accessible and parking can be difficult. A water shuttle connecting the downtown to Rocky Neck would support visitation to an area with limited access and parking [Section 4-2-7].

Policy: Investigate opportunities for establishing a local art gallery in Harbor Cove.

Recommendation: To inform and attract visitors to the artist colony on Rocky Neck, small galleries or outposts in Harbor Cove area should be approvable

under zoning and listed as an acceptable Supporting Commercial use [Section 4-2-7].

Policy: Improve waterfront public access

Recommendation: A comprehensive Waterfront Public Access Plan should be developed for Gloucester Harbor. A continuous harbor walk from Stage Port Park to Rocky Neck might serve as core around which the plan is built. The marked trail could alone prove to be a major attraction for both visitors and residents but would also connect existing pedestrian loops and areas where various activities of the working port could be observed. These activities might include, for example, the hauling out of a vessel on the marine railway in Rocky Neck, the activities of cruise ships or ferries at the Gloucester Marine Terminal, and vessels moving in and out the Harbor passed the newly upgraded Fort Square Park. Pavilion Beach, Stacey Boulevard, St. Peters and Gus Foote parks, the fishing fleet docks at State Fish Pier, Cripple Cove Public Landings and the North Shore Art Association are some of the attractions would be along this harbor walk [Section 4-2-7].

Recommendation: Some of the functional elements that are needed to make a trail successful are clear directional and interpretive signs and an adequate number of well maintained public restrooms [Section 4-2-7].

Policy: Encourage transient recreational boaters to visit Gloucester.

Recommendation: Investigate the feasibility of using temporary, bottom-anchored floats or rafts for recreational boat berthing. Chapter 91 allows Harbormasters to license bottom anchored floats and rafts on an annual basis. DPA regulations do not prohibit these being used for the berthing of recreational vessels [Section 4-2-8].

Recommendation: If bottom-anchored floats or rafts are feasible, one potential use would be to create a gateway in MI-1 to facilitate transient recreational boater access to downtown services and attractions. The proximity of MI-1 to downtown suggests that some sort of “gateway” should be developed in this area to attract recreational boaters to the downtown and its shops, services, and restaurants. Permanent recreational boating facilities are not allowable under state regulations within the DPA. However, the use of temporary, bottom-anchored floats or rafts alongside which recreational boats could berth is allowable. These would require an annual license from the Harbormaster and offer an opportunity to open the downtown to recreational boaters [Section 4-2-8].

Recommendation: Determine if and areas of MI-3 may be suitable for temporary, bottom-anchored floats or rafts for recreational boat berthing [Section 4-2-8].

Recommendation: Allow rack storage to be an accessory use at existing shipyards. Rack storage for recreational boats may be allowable as an accessory use at existing shipyards with the capability of hauling out vessels over 40 feet. Not only would this increase the potential for recreational boating within the Harbor, it may also help free up some moorings, making them available to others and to transient boaters. Building regulations may have to be developed to ensure that public safety was not compromised [Section 4-2-8].

GOAL: PRESERVE AND PROTECT THE NATURAL ENVIRONMENT.

Policy: Implement More BMPs To Target Storm Drains That are Contributing To Sedimentation of the Harbor.

Recommendation: Given the apparent ongoing problem of sedimentation in the Harbor, the City should work with waterfront property owners to identify those storm drains that are most problematic and to prioritize repairs accordingly. Because of the high costs of dredging that follows from neglect of storm drain sedimentation, the City should consider more frequent cleaning of storm drains that are impacting navigation and the use of innovative storm drain technology to reduce the flow of sediment [Section 4-2-5].

GOAL: ENHANCE HARBOR MANAGEMENT AND OPERATIONS.

Policy: The City must continue to consider Homeland Security issues around the waterfront.

Recommendation: Officially recognize and support Gloucester's Port Security Ad-hoc Committee [Section 4-2-6].

Recommendation: Ensure that the waterfront remains accessible. Avoid over-response to perceived security threats. Although maintaining appropriate security measures is very important, allowing efficient access for port operators to the working water front and its facilities is vital if the Port is to remain competitive and economically strong. Permanently fencing off large part of waterfront, for example, would be detrimental to effort to revitalize the Port [Section 4-2-6].

Recommendation: Acquire additional infrastructure for Port Security. Notwithstanding the previous recommendation, some new surveillance and response equipment is needed to adequately protect port operations and/or appropriately respond to terrorist threats. Although many changes have been implemented since 9/11, the Port Security Committee should develop a priority list of equipment needs and seek support from appropriate funding sources [Section 4-2-6].